

NEW ARTERIAL ROUTES

Rights-of-way will be dedicated through the subdivision process to construct the new arterial roads recommended in the Transportation Study (see Figure 22-1).

FINANCING OF ROADS AND OTHER IMPROVEMENTS

A facilities plan and five-year capital improvement program will be adopted to address the financing of needed roadway, bridge, interchange, light rail and public transit improvements.

PUBLIC TRANSIT

Folsom will be served by a level of bus and other public transit services adequate to accommodate the demand created by buildout of the General Plan. The Southern Pacific Railroad right-of-way will be acquired for future public transit or other appropriate use.

BRIDGES

Additional American River crossings can be engineered and necessary rights-of-way and financing acquired.

AREA PLANS

Specific Plans (as defined by State Law) will be prepared for large scale development proposals to link land uses with transportation and circulation improvements consistent with the policies and standards contained within the General Plan and the circulation improvements designated on the Plan Map.

22.2.3 ISSUES

REGIONAL TRAFFIC CONSIDERATIONS

The City Council has gone on record opposing the construction of "any routing of freeway extension which would bisect the City of Folsom" (see Resolution No. 1907, February 18, 1986). This position was expanded by Resolution No. 1955 (August 4, 1986), to oppose proposed "beltway" alignments which would bisect the City. The roadway system proposed by this Circulation Element (see Figure 22-1) contains

numerous six lane arterials and two new bridges over the American River which could serve as a "de facto" "beltway" if constructed.

In particular, the philosophy of the City is to not overbuild a transportation system within the community to serve "regional" through traffic, but to route that traffic around the periphery of the community (particularly the older parts of town). As a result, through traffic from 1) South Placer County entering the community by way of Santa Juanita and Folsom-Auburn Roads, and 2) El Dorado County entering by way of Green Valley Road (East Natoma Street) must be given particular attention. The "Policy Decision" posed within the Setting section of this Circulation Element should be addressed before the issue of further bridge crossings of the American River (capacity and location) is resolved and the General Plan adopted.

RECREATIONAL USE OF SENSITIVE HABITATS

Many of the proposed open space corridors could also serve as pedestrian and bicycle recreation areas. However, where sensitive natural habitats exist, bicycle and pedestrian routes must be carefully planned to minimize possible environmental conflicts.

BRIDGE COSTS

The tremendous cost of even modest bridge crossings of the American River will make it difficult for the City to finance such projects. The City may need partial funding from federal, State and County to pay for their construction.

PUBLIC TRANSIT

There is no definite timetable for expansion of bus service or Light Rail Transit to Folsom. There is no guarantee that money will be available to extend the light rail line to Folsom or construct the system within the timeframe of the General Plan.

INTERCHANGES

CALTRANS has not yet formally approved the concept of two additional interchanges in Folsom or the improvements of existing interchanges. The City will have to work with CALTRANS to

ensure these interchanges can meet CALTRANS standards. Current State policies and funding constraints will require that design and construction of the interchange projects be funded by the City or private sector sources.

22.3 TRANSPORTATION AND CIRCULATION ELEMENT GOALS AND POLICIES

GOAL 17

To develop a comprehensive transportation/circulation system which includes as a minimum:

1. Freeways, highways, and/or expressways designed to route through-traffic away from Folsom's neighborhoods.
2. Arterial roads which provide access among Folsom's neighborhoods, major cross-town links, and links between Folsom and adjacent communities.
3. Additional crossing(s) over the American River.
4. Pathways and designated routes for bicycle and pedestrian traffic.
5. Designated routes for commercial vehicles.
6. The protection of residential neighborhoods from through-traffic.
7. Public transportation routes.

POLICY 17.1

The City shall plan for an integrated circulation system which provides for travel by private vehicles, commercial vehicle routes, a public transportation system, and for pedestrian and bicycle routes.

POLICY 17.2

The City should establish a hierarchy of roads consisting of the following:

1. Freeways or limited access highways. Such roads shall be grade separated at each intersection with another road. The major purpose of such roads is to route traffic

around Folsom, with as few interruptions to the surface street system as possible. U. S. Highway 50 currently meets the definition of a freeway. The City has made a firm commitment that a new freeway would not bisect the City.

2. Expressways. Allow for moderate- to high-speed travel within the City. The purpose of an expressway is to carry cross-town traffic from other communities or between neighborhoods within the City. An expressway may contain some grade-separated intersections, but this type of road would be mainly a surface street. Expressways should be located to allow for controlled intersections spaced at one-half mile intervals or more. Only arterial and collector roads should intersect with an expressway.
3. Arterial roads (or major streets). Serve to connect neighborhoods within the City and the City with surrounding communities. Arterials would normally define the boundaries of neighborhoods, not provide internal access to a neighborhood.
4. Collector (or secondary) roads. Serve to route traffic from local streets within a neighborhood to an arterial road. Collector streets would not normally serve as "through" roads for more than one area, but would circulate throughout a neighborhood.
5. Local (or tertiary) roads. Serve a portion of a neighborhood only and route traffic to a collector street.
6. Street-ends (cul-de-sacs, dead-end streets, etc.). Limited in length and serve only a few residences.

POLICY 17.3

Arterial roads serving new developments shall be aligned with existing arterial roads whenever possible.

POLICY 17.4

Routes for additional bridge crossings over the American River shall be designated on the Plan Map. Because the Proposed Oak Avenue

and Folsom-Auburn Road crossings will serve a significant amount of regional through traffic with distinctly different origins and destinations. financing and construction of the bridges should be considered as a package rather than separately.

POLICY 17.5

The City should locate and improve existing arterial roads to provide direct access between a central commercial district, a regional commercial center, and major public institutions (hospital site, community college site, Civic Center).

Policy 17.6

The City should require that new arterial roads or extension widening of existing arterial roads that are need to serve a new development are planned and constructed in accordance with the Plan Map and standards contained herein or traffic studies completed to the satisfaction of Public Works Department and approved by the City of Folsom. Land must be set aside by dedication for sufficient rights-of-way and landscaping in accordance with standards contained herein, and a planting strip or other buffer shall be required in single family developments to ensure that homes do not back directly onto the arterial road. Resolution No. 3798.

POLICY 17.7

The City shall require the establishment of landscape maintenance assessment agreements or districts for new developments adjacent to arterial roads to ensure that planting strips are required and properly maintained.

POLICY 17.8

A five-year Capital Improvement Plan (CIP) for road improvements should be prepared and implemented by the City. The road improvement plan shall be updated at least every other year subsequent to its initial adoption. The road improvements plan shall establish a schedule for needed road repair and construction and identify sources of funding for road improvements. The five-year CIP should be consistent with the Fiscal Element of the General Plan which will be prepared to identify total Citywide public facility funding mechanisms.

As part of this program the City should update the Folsom Area Traffic Study on a regular basis (at least annually) as part of a regular traffic

monitoring program to attempt to achieve that at least a traffic Level of Service "C" is achieved throughout the City.

POLICY 17.9

The City should plan for the expansion of future public transit routes (bus and fixed rail service).

1. Transit routes should coincide with major destinations for employment and shopping, the location of major institutions, concentrations of multifamily housing, and other land uses likely to attract public transit ridership.
2. The City should preserve existing railroad rights-of-way for their potential future use as public transit routes. The City should work with Regional Transit to determine other rights-of-way which could be preserved for rail transit use. Proposed light rail alignments and station locations are designated on the Plan Map and dedication of land for the required right-of-way shall be required as part of the approval process for development of adjoining parcels.
3. Bus routes should follow major roads with service to residential neighborhoods via collector streets.

POLICY 17.10

The City should develop and maintain a bikeways and pedestrian master plan that links residential developments with sources of employment, public open spaces, parks, schools, neighborhood shopping areas, the central commercial district, other major recreational destinations, and adjoining communities.

1. The City should ensure that new residential developments incorporate pedestrian and bicycle paths or routes when there are nearby schools, parks, public open spaces, sources of employment or other destinations for such travel. Such paths or routes should be designed so that schools and parks are accessible to area residents. Pedestrian/bicycle over- or under-crossings may be provided when necessary to cross arterial roads or expressways.

2. The existing bicycle and pedestrian paths along the American River shall be preserved.
3. The City should establish and maintain an internal pathway system that links parks sources of employment and public open spaces using rights-of-way and parkways.
4. Where on-street bikeways are not feasible, the City should provide for Class I off-street bikeways.
5. The City should endeavor to provide routes paralleling the major arterial routes for long distance bicycle travel.
6. The City should endeavor to provide routes for recreational travel, providing access to important recreational areas of the City, including Folsom Lake.

POLICY 17.11

Whenever any major repair, alteration, or construction of roads are undertaken, immediate consideration of incorporating and providing bicycle routes and facilities should occur, as designated by the City of Folsom Bikeway Master Plan, and state specifications for bikeways.

POLICY 17.12

The City of Folsom should establish an ongoing public education program on bicycle safety and encourage bicycle safety programs for cyclists and motorists.

POLICY 17.13

The Master Plan includes four typical bike lane cross sections which shall be used where appropriate.

1. Class-1 bikeways, separated bicycle paths will be the preferred bikeway, wherever feasible. This form of bike lane will be encouraged in areas such as the Willow Creek-Humburg Creek Parkway, and along the Lake Natoma frontage, and along major boulevards, such as Folsom Boulevard.
2. Class-2 bike lanes, which include a five foot stripped bike lane on the outside of an eight foot parking lane, will be encouraged in

areas where on-street parking is likely occur. Such areas would be in the vicinity of apartment complexes and condominium complexes.

3. Class 3 & 4 bike lanes, which include four foot and eight foot stripped bike lanes on the edge of pavement, should be utilized on city arterial, collector, and other roads as indicated on the bikeways master plan.

POLICY 17.14

The City shall require facilities for parking bicycles in accordance with the Zoning Code.

POLICY 17.15

The City shall review parking requirements to ensure that adequate off-street parking can be provided for new development projects.

POLICY 17.16

The City shall designate locations for parking and ride lots and adopt standards for the development. Several such lots are designated on the Plan Map and dedication of land for each site shall be required as part of the approval process for development of adjoining parcels.

Policy 17.17

The City should strive to achieve at least a traffic Level of Service "C" throughout the City. During the course of Plan buildout it may occur that temporarily higher Level of Service result where roadway improvements have not been adequately phased as development proceeds. However, this situation will be minimized based on annual traffic studies or project specific traffic studies as approved by the City of Folsom and monitoring programs. Resolution No. 3798.

POLICY 17.18

The City will work with the California Department of Transportation in planning for and funding freeway interchange improvements and additional interchanges along U.S. Highway 50. A specific study should be prepared by the City to determine the required phasing construction of freeway and interchange improvements based upon buildout of land use designated on the Plan Map.

POLICY 17.19

Because the Traffic Studies upon which this Circulation Element are based shows various intersections which will not achieve Level of Service "C", the City should adopt a mandatory TSM program that applies to existing as well as future development and will ensure the assumed reduction in peak hour trips. Prior to adoption of the Program by the City, all discretionary development permits issued by the City should require the applicants to participate in the TSM program when enacted. Specific Studies should be conducted to determine the most desirable methods for achieving the required level of trip reduction.

POLICY 17.20

The City shall develop a long range public transit plan for Folsom. Such a Plan shall be developed in cooperation with SACOG and Regional Transit, and shall include a study to determine the feasibility and financing requirements of:

- 1.Continued City operated intra-community bus service.
- 2.Continued City operated commuter bus service to downtown Sacramento and/or service to the nearest RT Metro Rail Station.
- 3.Extending RT Metro service to Folsom and the preservation of future rights-of-way.

POLICY 17.21

Establishment of speed limits for streets within residential areas should include consideration of the potential traffic noise reduction which may be achieved through lower speeds. In some cases it may be appropriate to establish a lower speed limit than may be allowed by roadway design to accomplish the goal of maintaining acceptable traffic noise levels within a neighborhood.

POLICY 17.22

The City shall require a minimum two lanes of arterial roads to be installed adjacent to or in the vicinity of new subdivisions.

22.4 RELATED GOALS AND POLICIES

GOAL 1
POLICY 1.4
POLICY 1.5

GOAL 3
POLICY 3.1

GOAL 7
POLICY 7.2
POLICY 7.3
POLICY 7.4

RELATED LAND USE ELEMENT GOALS AND POLICIES

GOAL 8
POLICY 8.5
POLICY 8.7

GOAL 9
POLICY 9.2

GOAL 11
POLICY 11.4

GOAL 12
POLICY 12.3

GOAL 13
POLICY 13.3
POLICY 13.4

GOAL 14
POLICY 14.3

GOAL 15
POLICY 15.2

GOAL 16
POLICY 16.3
POLICY 16.8
POLICY 16.9
POLICY 16.10

RELATED HOUSING ELEMENT GOALS AND POLICIES

GOAL 22
POLICY 22.2

RELATED OPEN SPACE AND CON. ELEMENT GOALS AND POLICIES

GOAL 27
POLICY 27.1
POLICY 27.2
POLICY 27.3

RELATED NOISE ELEMENTS GOALS AND POLICIES

GOAL 30
POLICY 30.5

RELATED AIR QUALITY ELEMENT GOALS AND POLICIES

PUBLIC FACILITIES

GOAL 33
POLICY 33.1
POLICY 33.2

HAZARDOUS MATERIALS

GOAL 40
POLICY 40.1
POLICY 40.2
POLICY 40.3
POLICY 40.4

GOAL 41
POLICY 41.9

22.5 IMPLEMENTATION

PUBLIC TRANSIT PLAN

The City will work with Regional Transit and SACOG to develop a long range public transit program. Public transit will take three forms: commuter lines, which could be served by buses, light rail transit, or a combination of the two; intra-City transit, and special public transit for elderly and handicapped individuals (such as "dial-a-ride").

To implement public transit policies, the City will do the following:

1. Preserve the existing railroads rights-of-way in the City by not permitting development within the right-of-way or seek to create alternative future rights-of-way in conjunction with Regional Transit recommendations.
2. Prepare a study for intra-City public transit to determine the financial feasibility and cost of three alternative: continued City operation of intra-City and shuttle buses to commuter lines, assumption of intra-City service by Regional Transit, and the assumption of intra-City service by a private transit company.
3. Establish standards for turn-outs and bus stops along arterial and collector streets. Developers will be required to construct

turn-outs and bus shelters along identified transit routes on arterial streets. The City's street design and development standards will contain standards for the construction of public transit facilities along public right-of-ways. Existing Regional Transit standards will be used as applicable.

4. Work with Regional Transit to identify locations for bus stops and park-and-ride lots. These stops and lots will coincide with major employment and commercial destinations, public institutions public transit corridors, and higher density residential locations.

IMPLEMENTS: GOAL 17 - POLICY 17.9

• Resource Groups/Agencies/Organizations

Sacramento Regional Transit
SACOG

• Responsible Agencies

Community Development Department
Sacramento Regional Transit
Public Works Department

• Implementing Agency

Community Development Department

- Target Dates: Start: October 1989
Complete: October 1990

ESTIMATED COSTS PER YEAR

Person Hours/ Dollars	Printing	Direct	Total	Funding
400/\$18,000	\$1,000		\$19,000	General Fund Regional Transit State/Federal Grants Developer Contributions

PEDESTRIAN AND BICYCLE MASTER PLAN

The City will update its Bicycle Master Plan and include a pedestrian and equestrian components, showing the location and type of route/links to schools and parks, sources of employment and other recreational destinations.

The City's Development Standards will include design standards for pedestrian and bicycle paths, lanes, and routes. Road improvements or extensions shall be designed to include bicycle and pedestrian paths, lanes, or routes where these are indicated in the Master Plan. Bicycle paths, lanes, and routes will be clearly marked. The County of Sacramento will continue to be responsible for maintenance of the American River bicycle, pedestrian, and equestrian trails.

IMPLEMENTS: GOAL 17 - POLICIES 17.10; 17.11; 17.12 AND 17.13

• Resource Groups/Agencies/
Organizations

Bicycle Clubs
Equestrian Clubs
Civic Organizations Interested in
Pedestrian, Bicycling and Equestrian
Issues

• Responsible Agencies

- Public Works Department
- Community Development Department

• Implementing Agencies

- Public Works Department
- Community Development Department

- Target Dates: Start: October 1989
Complete: April 1990

ESTIMATED COSTS PER YEAR

Person Hours/ Dollars	Printing Direct	Total	Funding
200/\$9,000	\$500	\$9,500	General Fund State Grants Volunteer Groups

SUBDIVISION STREET STANDARDS

The City shall continue to enforce engineering standards for the development of new streets and the extension of existing roads. Collector or arterial roads in new developments shall be aligned with existing collector or arterial roads

that are adjacent to the development. Street standards shall be based on the following considerations:

1. For local streets, right-of-way width that would be necessary to accommodate two lanes of traffic, on-street parking on each side of street, and sidewalks on each side of the street. Exceptions may be granted for street segments that end in cul-de-sacs or that provide access for a few homes only, for developments that will provide designated areas for guest parking (either as part of the street design or off-street), or where alternative pedestrian paths are provided.
2. For collector streets, the minimum right-of-way width needed for a local street plus additional width need for bicycle lanes, planter strips and/or planter median and right/left turn lanes at intersections with other collector streets or with arterial streets.
3. For arterial streets generally, sufficient right-of-way width to accommodate four lanes of moving traffic, bicycle lanes, sidewalks on each side of the street, planter strips and/or planter medians, and at least one right and left turn lane at major intersections. The City may approve variations from this general profile of an arterial street or require additional lanes based on the amount of traffic the street is expected to accommodate at build out.

Plans for streets and circulation, including connections with existing streets, will continue to be required for all development applications. Detailed street design plans will continue to be required as part of a final subdivision map or prior to the issuance of grading permits for street construction.

IMPLEMENTS: GOAL 17 - POLICY 17.2

FOLSOM MUNICIPAL CODE: TITLE 16

- Responsible Agency
- Implementing Agency
- Community Development Department
- Public Works Department

Target Dates: Start: June 1989
Complete: December 1989

ESTIMATED COSTS PER YEAR

Person Hours/ Dollars	Printing	Direct	Total	Funding
100/\$4,500	-	-	\$4,500	General Fund

PARKING REQUIREMENTS

Parking requirements will be reviewed in light of actual parking demand for different types of existing or proposed development in Folsom. The City will contact other jurisdictions to obtain information on actual parking demand developed in a manner compatible with surrounding land uses for different types of developments and survey the parking demands of developments in Folsom. Any changes in parking requirements will be included in the revised Zoning Code.

IMPLEMENTS: GOAL 17 - POLICIES 17.6; 17.14; 17.15 AND 17.16

FOLSOM MUNICIPAL CODE: TITLE 1

• Responsible Agencies

Community Development Department
Public Works Department

• Implementing Agency

Community Development Department

• Target Dates: Start: January 1989
Complete: January 1990

ESTIMATED COST

Person Hours/ Dollars	Printing	Direct	Total	Funding
80/\$3,600 Included in Zoning Code Revision			\$3,600	General Plan

TRANSPORTATION SYSTEM MANAGEMENT ORDINANCE

Develop and adopt a transportation systems management ordinance which incorporates the specific policies of the General Plan Transportation and Circulation and Air Quality Elements.

**IMPLEMENTS: GOAL 17 - POLICY 17.19
GOAL 31 - POLICIES 31.4 AND 31.5;
GOAL 33 - POLICIES 33.1; 33.2 AND 33.3**

• Resource Groups/Agencies/Organizations

State Air Resources Board
Sacramento County Air Pollution Control District
Sacramento Regional Transit
Sacramento Area Council of Governments

• Responsible Agencies

Public Works Department
Community Development Department
City Council

• Implementing Agency

Community Development Department

• Target Dates: Start: March 1989
Complete: October 1990

ESTIMATED COSTS PER YEAR

Program Set-Up

Person Hours/ Dollars	Printing	Direct	Total	Funding
120/\$5,400	\$500	\$1,350	\$7,250	Development Fees General Fund

BICYCLE AND PEDESTRIAN GUIDE

The City shall develop a guide for pedestrians and bicyclists showing the location and type of trails, paths, lanes, and routes. The guide will also contain guidelines for pedestrian and bicycle use and safety.

**IMPLEMENTS: GOAL 17 - POLICIES 17.10;
17.12 AND 17.13**

• Resource Groups/Agencies/Organizations

Community Service Clubs
Bicycling Clubs

• Responsible Agencies

Community Development Department
Public Works Department

• Implementing Agency

Community Development Department

• Target Dates: Start: January 1990
Complete: March 1990

ESTIMATED COSTS

Person Hours/ Dollars	Printing	Direct	Total	Funding
40/\$1,800	\$500		\$2,300	General Fund Proceeds from Sale of Map/Guide

BRIDGE STUDY

The Folsom Area Transportation Study identifies additional crossings needed to accommodate future traffic from new developments. The City will prepare economic and environmental feasibility analysis to determine:

- 1.The approximate design and construction costs of each of the bridges.
- 2.Possible engineering problems or design problems.
- 3.The potential environmental effects, including any grading, cutting, or filling that might be necessary; the alteration of views to and from the American River; the elimination or alteration of important natural habitats or historic sites; and other similar considerations.
- 4.EIR/EIS and Federal Permits if required.

**IMPLEMENTS: GOAL 17 - POLICIES 17.4 AND
17.18**

• Responsible Agencies

Public Works Department
Community Development Department

• Implementing Agency

Public Works Department

• Target Dates: Start: On-Going
Complete: June 1989

ESTIMATED COST

Person Hours/ Dollars	Printing	Direct	Total	Funding
6,000/\$300,000	\$5,000		\$305,000	General Fund Developer Fees County funds CALTRANS

**FINANCING AND CONSTRUCTION OF NEEDED
ROAD IMPROVEMENTS**

The City will prepare, as part of its municipal facilities plan, a five-year, biennially-updated road improvement plan. This plan will contain a schedule for road repair, widening, and construction. The plan will also contain a schedule for U.S. Highway 50 interchange improvements and additions. The City will plan jointly with CALTRANS for these improvements. The plan will also identify funding sources.

IMPLEMENTS: GOAL 17 - POLICY 17.8

• Responsible Agencies

Public Works Department
Community Development Department

• Implementing Agency

Public Works Department

• Target Dates: Start: January 1989
Complete: On-Going

ESTIMATED INITIAL COST

Person Hours/ Printing Dollars	Direct	Total	Funding
250/\$11,250	\$250	\$11,500	General Fund Developer Fees

FUNDING PLAN AND ANNUAL UPDATE FOR TRANSPORTATION IMPROVEMENTS

The City will update its Transportation Study on at least an annual basis to identify in greater detail the costs required for major road improvements. A funding study will also be prepared to apportion developer fees and/or assessment district charges that would be necessary to help pay for the costs of these major road improvements.

IMPLEMENTS: GOAL 17 - POLICIES 17.8; 17.9 AND 17.18

- Responsible Agencies

Public Works Department
Community Development Department

- Implementing Agency

Public Works Department

- Target Dates: Start: July 1989
Complete: December 1989

ESTIMATED COST

Person Hours/Printing Dollars	Direct	Total	Funding
500/\$22,000	\$500	\$22,500	General Fund (For Study) Developer Fees (For Road Improvements) Assessment District Fees (For Road Improvements) CALTRANS (For U.S. Highway 50 Improvements)



23.0

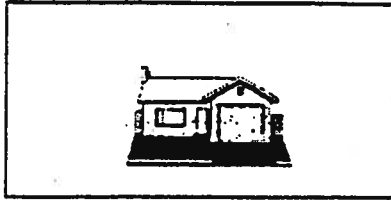
HOUSING ELEMENT

Prepared For The City of Folsom
Community Development Department

By

Connerly & Associates, Inc.

August 25, 1992



HOUSING

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HOUSING

23.1 INTRODUCTION

23.1.1 Relation and Consistency with General Plan and other Elements

The Folsom General Plan is the City's comprehensive statement describing how lands should be developed and serviced, how citizens and workers will be able to travel throughout the City, how open spaces and natural resources will be conserved, how citizens and workers will be protected from excessive noise and natural hazards, and how adequate housing will be provided to meet the City's current and future needs.

This chapter is the housing portion, or Housing Element, of the Folsom General Plan. The Housing Element is a vital part of the General Plan because it addresses housing as one of the three basic human needs. As such, the City's Housing Element defines the current and future housing needs of Folsom residents, identifies areas for future housing development, contains policies to preserve the existing housing stock, seeks to ensure that no one is denied access to housing based on arbitrary factors, and contains programs to address the housing needs of Folsom's very low-, low-, and moderate-income residents.

For the General Plan to be a workable document, the elements of the plan must be consistent with one another. The internal consistency of the General Plan elements means that policies support and do not contradict one another, that no one element takes precedence over any other element, and that any subsequent amendment to a General Plan element must also be consistent with the other elements.

The City of Folsom has determined that the Housing Element is consistent with the other General Plan elements in the following way:

Land Use Element. The Land Use Element identifies the existing and proposed uses of land for housing, business, industry, and open space. This includes land used for agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The amount of land zoned for residential use, and the densities at which housing can be constructed under the various General Plan categories, should be sufficient to accommodate the range of housing types necessary to meet the City's regional share of housing need under the housing allocation plan prepared by the Sacramento Area Council of Governments. (See Tables 23-29.)

Circulation. This Element identifies the proposed thoroughfares and the circulation network that will be implemented along with uses outlined in the Land Use Element. The City has adopted policies to ensure that adequate circulation can be provided at the densities and land uses proposed in the Land Use Element. The City will also pursue policies to mitigate the financial impact of required transportation improvements on affordable housing developments that contribute to the City's low- and moderate-income housing supply.

Open Space, Conservation, and Recreation Element. This Element contains policies for the preservation of important open spaces, the conservation of environmentally sensitive plants and animals, the conservation of important natural resources, and the designation of present and future park lands, but these policies would not create a barrier to production of housing. In consideration of the amount of land designated for open space, the City has determined that the amount of land and the land use densities allocated to residential use will be sufficient to meet the

City's regional housing needs. (See Tables 28 and 29.)

Safety Element. The Safety Element contains policies for the protection of the community from natural and human hazards, including fire, flood, toxic or hazardous materials, earthquake, and landslides. City policy is to direct intense development, particularly residential development, away from those areas with the highest hazards. No natural hazards were identified that would represent barriers to the supply of housing.

Noise Element. This Element contains policies to protect noise sensitive land uses, such as residences, from excessive exterior and interior noise. Existing and future noise is and will be primarily from surface traffic. There should be little impact of noise attenuation policies on the City's ability to accommodate its regional share of housing as the City has few sources of noise that impact residentially-designated areas of the City.

Public Facilities and Services Element. This Element addresses the facilities and services needs of new development. The City has prepared community facilities plans and established community facilities districts to finance needed infrastructure and services for new residential development. Although the financing of required services and facilities will have a substantial overall impact on the cost of housing in Folsom, the City has adopted policies to mitigate the effect of these costs on housing developments for lower-income households.

23.1.2 State Law Requirements

The California Legislature adopted requirements in 1980 for the contents of Housing Elements. Among these legislative requirements is the mandate that:

"The Housing Element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled

programs for the preservation, improvement, and development of housing...The Housing Element shall make adequate provision for the existing and projected needs of all economic segments of the community."

This Housing Element serves two main purposes which are based on the legislative requirements mentioned above. First, it contains information describing the City's residents and their homes in sufficient detail to evaluate current and future housing needs. Second, the Element contains recommended policies and programs aimed at meeting the identified housing needs.

Specifically, the element must contain:

(a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs, including:

- 1) Analysis of population and employment trends;
- 2) Analysis and documentation of household/housing characteristics;
- 3) Inventory of land suitable for residential development;
- 4) Analysis of potential and actual government constraints;
- 5) Analysis of potential and actual non-governmental constraints;
- 6) Analysis of special housing needs (including Homeless^Needs);
- 7) Analysis of opportunities for energy conservation; and
- 8) The preservation or replacement of dwelling units in subsidized housing projects which are affordable to low-income households and which may convert to market-rate rents.

(b) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing. The total housing needs identified in (a) may exceed the available resources and the community's ability to satisfy those needs.

(c) A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element, including:

- 1) Identification of adequate sites that will be made available;
- 2) Assisting in the development of housing affordable to low-income (80% or less of median) and moderate-income (80-120% of median) households;
- 3) Addressing, and where possible, removing governmental constraints;
- 4) Conservation of and improvement in the condition of existing affordable housing stock; and
- 5) Promotion of housing opportunities for all persons (fair housing program).

23.1.3 How the Requirements of State Law Relate to Folsom's Most Critical Housing Issues

Among the provisions of California Housing Element Law are requirements that:

- ◆ the City adopt, as a minimum goal, a share of the projected regional growth in low- and moderate-income households as determined by the Council of Governments operating within the region (Sacramento Area Council of Governments [SACOG] for Sacramento County);

- ◆ financial resources be identified that can make the construction of low- and moderate-income feasible; and
- ◆ existing housing affordable to low- and moderate-income households be conserved, especially federally or state subsidized housing that may convert to market-rate housing within the timeframe of the housing element.

These requirements of state law will likely be the most challenging ones for Folsom to meet. They address the most critical effects of the public actions that the City is pursuing.

To date, Folsom has pursued a market-based strategy to meeting its residents' housing needs. The City has designated lands for various types of housing at several density levels, including land for multifamily housing which could meet a portion of the low- and moderate-income housing need. The City does not require developers to construct housing at the maximum allowed density, however. Nor does the City dictate whether multifamily-zoned land will be used exclusively for housing affordable to low- or moderate-income households or whether single family-zoned land should include affordable housing.

Market decisions made by individual developers determine timing and types of housing constructed. Folsom would cooperate with developers, private and/or non-profit, interested in building affordable housing projects, and help them identify economic incentives and government subsidies which could be used. However, the City does not dictate that any particular development contain specified percentage of low- and moderate-income households.

23.1.4 Regional Nature

The provision of adequate housing is a regional problem, and Folsom cannot implement a housing program without recognizing how land use and transportation decisions made by other

jurisdictions will affect Folsom's regional share of the area-wide housing needs. Conversely, land use actions taken by the City of Folsom may also have extra-territorial effects which should be recognized. Because of the regional nature of housing needs in the greater Sacramento area, the City's housing program will require coordination with Sacramento, El Dorado, and Placer counties; with the Sacramento Housing and Redevelopment Agency; and with the Sacramento Area Council of Governments.

23.1.5 Data Sources

As required by state law (Government Code Section 65584), the principal source of information used to determine future housing need is the Regional Housing Needs Allocation Plan (RH NAP) adopted by the Sacramento Area Council of Governments (SACOG). The most recent version of this report was adopted by SACOG in November, 1990.

A majority of the information used in the analysis of Folsom's population and existing housing stock was taken from Summary Tape File 1 of the 1990 Federal Census, which was released in June, 1991. 1990 Census data on household income had not been released at the time this Housing Element was prepared. The only current available information on income levels in the Folsom area are the California Department of Housing and Community Development estimates of Sacramento County median income levels. These estimates are based on Federal Department of Housing and Urban Development figures.

Additional sources of information include the City of Folsom Building and Community Development Departments, the City of Folsom Housing and Population Capacity Analysis report, the Folsom Chamber of Commerce, Folsom Prison, State Department of Rehabilitation, local special needs service agencies, developers, consultants, and property owners. Every attempt was made to collect the most current and accurate information available.

23.1.6 Contents

This Housing Element is divided into the following parts:

- I **Introduction.** An introduction into the Housing Element's relation to the General Plan, state housing law requirements, General Plan consistency, regional nature of housing, and pertinent data sources used for the report. This section also includes a summary of element, a historical background of the City of Folsom, definitions used throughout the element, and guidelines for public participation in adoption of the element. This section also summarizes the City's goals, policies, and quantified objectives.
- II **Housing Needs Assessment.** A detailed discussion of population characteristics, projected future housing needs, and existing housing needs.
- III **Resource Inventory.** A discussion of existing housing stock characteristics, an analysis of the condition of the housing stock, an inventory of lands suited for residential uses, a description of additional areas with residential potential, and a discussion of the potential loss of residential units.
- IV **Housing Constraints.** Areas of potential housing constraints include environmental concerns, municipal facilities, governmental constraints, and financial constraints.
- V **Conservation.** This section analyzes the potential for residential energy and water conservation in the City.
- VI **Equal Housing Opportunity.** Attempts made by the City to ensure that all

segments of the population have equal opportunity to find adequate housing.

VII Review of Previous Housing Element. This section summarizes the programs, policies, and goals established in the previous Element and discusses the extent to which the City was successful in meeting these standards. Reasons for not obtaining goals are discussed as well as ways to ensure that those goals which still apply are obtained over the next five years.

VIII Definitions. These are words with meanings specific to the Housing Element.

IX Programs. Programs, policies, and goals for the five year period covered by the Housing Element.

23.1.7 Summary

This section will summarize the major findings of the Housing Element, including the Quantified Objectives.

1. Folsom has met and exceeded its apportioned regional share of housing for the 1985 to 1990 period. The amount of housing construction during the past several years indicates that there is a strong regional housing demand evident in Folsom distinct from local employment growth.
2. The number of multifamily dwelling units represents an increasingly smaller percentage of the total housing stock in Folsom. So long as the private market prefers single family over multifamily dwelling units, and proposes lower density developments on lands zoned for multifamily housing, it will be difficult for the City to maintain an adequate supply of multifamily land. The City recognizes this dilemma and has developed a program to address the problem (see Program 2)."

3. The total number of needed units affordable to lower- and moderate-income residents have not been constructed due to economic factors beyond Folsom's control. As a result of this, the current median average home price in the City was reported by the Census Bureau in 1990 as \$210,600."
4. Substantial employment growth is anticipated from commercial and industrial projects approved during the past five years. The City's General Plan would allow for a sufficient number of housing units to meet the demand from this employment growth over the next five years, although it is unlikely that enough units can be constructed that are affordable to workers of lower- or moderate-income persons without some form of government subsidy.
5. Additional employment growth can be expected on commercial and industrial-zoned properties for which development proposals are pending. Depending on the amount and type of development, it is possible that within the next 10 to 15 years there would be insufficient land, at current densities, to provide enough housing units for workers in these projects.
6. Certain constraints make it infeasible for builders to provide a sufficient number of units affordable to all income levels. These constraints include:
 - ♦ A limit of Folsom's current water allocation.
 - ♦ Land and development costs. The policies and programs contained in this Housing Element, and the higher residential densities allowed under the 1988 General Plan, address land and development cost factors which have historically increased the difficulty of producing affordable housing in Folsom"

7. Folsom can implement certain measures to preserve the existing stock of affordable housing and allow for some new housing affordable to lower- and moderate-income residents. These measures include:

23.1. 8 Historical Context

As late as 1960, Folsom was a small, isolated, semi-rural community, whose character was defined primarily by Folsom Prison, Folsom Dam, and the historic district centered on Sutter Street. At that time, the City was home to just under 4,000 residents. Up until 1960, the City's population varied between 1,000 and 2,000 permanent residents (excluding Folsom Prison). While the City was constantly growing and changing during this period, the changes were relatively small and incremental, and did not substantially alter the City's character.

Up until the 1970s, housing costs were relatively low in Folsom, and the majority of the City's residents earned modest incomes. Most employment was provided by the Prison, local retail and service establishments, and tourist-oriented businesses in the historic business district.

Beginning in the 1970s, the City's character began to change as growth and development accelerated. Between 1970 and 1980, the City's population nearly doubled. Most of the housing that was constructed at this time consisted of single family homes of modest cost affordable to first-time homebuyers, duplexes, and rental apartments affordable to low- and moderate-income households. The growth that Folsom experienced at this time was typical of the other communities experiencing the outward expansion of the Sacramento region into the eastern county and southwest Placer County.

During the 1980s, growth in the City accelerated further, more than doubling the City's population between 1980 and 1990. (Part of the City's growth was due to the doubling of Folsom Prison's capacity, but even after subtracting the

prison population from the total population, the City more than doubled in size.) The development that Folsom experienced at this time, however, was significantly different than during the previous decade.

During the 1980s, the City attempted to create a more balanced community in Folsom by attracting more middle- and upper-income residents and commercial development to serve an expanding local and regional population. As a consequence, over 4,300 single family homes were constructed, while just 800 new multifamily housing units were constructed (mostly rental apartments).

During the early part of the decade (1980-84) most of the single family homes constructed were priced for moderate- and middle-income households, particularly first-time home buyers. During the latter part of the 1980s, and to the present time, most of the single family homes were priced for middle- and upper-income households. Typical housing prices ranged from \$125,000 to \$160,000 between 1985 and 1988. Since 1988, typical housing prices were \$150,000 to \$250,000, with a substantial number of new homes in the \$250,000 and above price range. As the market for homes priced at \$200,000 and above weakened beginning in 1990, home builders throughout the Sacramento area sought to alter their plans to construct more homes for first-time homebuyers and middle-income households looking for homes priced in the low- to mid-\$100,000 range.

This shift in Folsom's housing market during the 1980s resulted from a combination of City policies to attract more higher-cost housing to the City and from market forces which responded to the intense demand for such housing in suburban locations. Folsom's location at the transition between the valley and foothills, its abundant open spaces and interesting natural habitats, its convenient location adjacent to a major freeway, and City policies to facilitate development created

the favorable conditions necessary to attract such residential development.

Another substantial change during the 1980s was the City's effort, through redevelopment and other policies, to attract new commercial and industrial growth to Folsom. At the same time that the City experienced tremendous housing growth, Folsom also experienced a substantial increase in employment, primarily in service, retail, medical, and assembly related jobs. Folsom Prison more than doubled its capacity during the 1980s, increasing employment in prison-related positions, as well.

As a result of the City's growth during the 1980s, land values rose dramatically, and public facilities had to be expanded to accommodate the new growth. These and other factors greatly increased single family lot costs in the City. Because of higher development costs, City policies favoring single family development, and the housing market's natural propensity in Folsom to concentrate on single family housing, very little housing was constructed that could be afforded by low- and moderate-income households (who represent a substantial percentage of the newly employed workers in the City).

The high rate of growth also caused increasing concerns among the citizenry about the ability of the City to sustain this growth, the quality of development occurring in Folsom, traffic congestion and school overcrowding, and other side-effects that typically accompany rapid expansion. Over the past year, the City has received some reprieve from the rapid pace of development, owing to an economic recession which has substantially decreased building activity. This period has provided the City with an opportunity to ponder its future with respect to the amount and type of development it wishes to

attract, the ultimate character of the City that Folsom residents desire to achieve, and the balance between commercial and residential development.

This Housing Element has been prepared in the context of Folsom's growth and development over the past decade. The most important issues that the City will face over the period covered by this Element (1991 to 1996) are:

- ◆ The ability of the City to sustain a reasonable rate of growth, yet maintain the high level of environmental quality that has attracted so many to the City.
- ◆ The relative balance between non-residential and residential development. The pace of commercial and industrial development has fallen below City expectations, and some landowners holding commercially-zoned properties have requested City approval for residential development.
- ◆ The ability of the City to provide for a reasonable share of housing affordable to low- and moderate-income households attracted to the newly created jobs in Folsom.

23.1.9 Public Participation

The public participation program adopted by City included a Public Workshop on June 3 and 17, 1992, a Planning Commission Hearing on July 22, 1992, and a City Council Hearing on August 25, 1992. The hearings and workshops were advertised through the newspaper, notices posted in public places, and notices mailed to community groups with an interest in the housing element. The notices and advertisements were be intended to encourage public participation and involvement in the adoption process, and specifically attempted reach organizations serving low-income and special housing needs groups.

SUMMARY OF CITY HOUSING OBJECTIVES

	<u>SACOG Share</u> <u>1989 - 1996</u>	<u>Units Produced</u> <u>1989 - 1991*</u>	<u>Remaining Share</u> <u>1991 - 1996</u>	<u>Objectives</u> <u>1991 - 1996</u>	<u>Total</u> <u>Need Met</u>	<u>Percent</u>
<u>New Construction</u>						
Very Low	1,905	0	1,905	265	265	(14%)
Low	1,257	335	922	840	1,175	(93%)
Moderate	1,544	409	1,135	1,050	1,459	(94%)
Above Moderate	2,853	2,143	710	2,517	4,660	(163%)
TOTAL	7,559	2,887	4,672	4,672	7,559	
<u>Rehabilitation</u>						
Very Low	N/A	N/A	N/A	35		
Low	N/A	N/A	N/A	15		
<u>Conservation - At Risk Units</u>						
Very Low	N/A	N/A	N/A	110		
<u>Conservation - Mobilehomes</u>						
Very Low	N/A	N/A	N/A	230		
Low	N/A	N/A	N/A	285		
Moderate/ Above Moderate	N/A	N/A	N/A	285		

* Based on the following: 2,143 single family dwelling units produced, 100% affordable to above moderate-income households; 744 multifamily dwelling units produced, 45% affordable to low-income households and 55% to moderate-income households (see page 78 for documentation).

The City believes that the programs and objectives described in this section represent the maximum effort the City can make to accommodate housing for all income groups. In developing these quantified objectives, the City has considered:

- 1) development costs for market-rate housing and how the City can reduce these costs, still provide necessary public services and facilities, and maintain a minimum acceptable standard of development quality;
- 2) the zoning densities which are appropriate to accommodate lower-income housing yet which are still sensitive to the City's environmental character and existing residential neighborhoods;
- 3) available local financial and staff resources to implement the City's housing program (the City does not anticipate having sufficient funding to provide more than one-half staff position to support the City's housing program);
- 4) available state and federal sources of funding for affordable housing developments; and
- 5) the ability of the private sector to assist the City in implementing proposed housing programs. Folsom does not anticipate that it will be financially feasible, given the incentives it can provide, to include affordable housing in every housing development. The housing program makes a conservative estimate, therefore, of the number of market rate and government-assisted housing units affordable to very low-, low- and moderate-income households that could be provided from the programs described above.

The quantified objectives shown above assume that the needs of very low-, low-, and many moderate-income households in Folsom can only be met through various types of multifamily housing (rental apartments, condominiums, townhouses, and duplex units). Land, land development, and construction costs documented in this Housing Element have lead the City to conclude that governmental subsidies and

regulatory incentives will be necessary to stimulate the production of housing affordable to very low-income households and most low-income households.

Home builders may be able to produce attached single family dwelling units or detached units on small lots that are affordable to some moderate-income households, if such units are priced at less than \$150,000. There are several types of regulatory and financial incentives, discussed in this document, the City could use to allow home builders to provide single family housing within this price range. All multifamily rental housing produced in Folsom, to-date, has been affordable to moderate-income households and is assumed to remain so in the future.

Folsom does not anticipate that home builders will be able to provide very low-income housing without deep public subsidies and/or the participation of a non-profit housing corporation. The new construction objectives established for very low-, low-, and moderate-income housing represent the maximum number of dwelling units the City believes could be produced under programs 7 and 8 (density bonuses), 9 (use of state and federal subsidies), 10 (mortgage bonds), and 13 (second units). Specific numerical objectives have been assigned to each of these programs, as explained in the "Expected Results" section for each program.

In addition to the low- and moderate-income new construction objectives shown in these programs, the City estimates that 150 market-rate (unsubsidized) rental units can be produced by the private sector which are affordable to low-income households, and 400 market-rate rental and/or ownership units can be produced that are affordable to moderate-income households. It is possible that 100% of the remaining low- and moderate-income need could be met if the programs proposed in this Element are successful in stimulating homebuilders to produce more multifamily housing.